

Message Text

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ACTION EB-11

INFO OCT-01 EUR-25 ISO-00 IO-14 CAB-09 CIAE-00 COME-00

DODE-00 DOTE-00 INR-10 NSAE-00 RSC-01 FAA-00 SS-20

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FM AMEMBASSY HELSINKI
TO SECSTATE WASHDC 7603
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AMEMBASSY COPENHAGEN
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E.O. 11652: N/A

TAGS: ETRN, XX, FI

SUBJECT: CIVAIR - EXCHANGE OF VIEWS RE MAJOR ISSUES
AT 21ST ICAO ASSEMBLY

REF: HELSINKI 1254; STATE 121894

1. SUMMARY: IN AN INFORMAL EXCHANGE OF VIEWS ON ISSUES EXPECTED TO ARISE AT INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO) 21ST ASSEMBLY AT MONTREAL IN SEPTEMBER-OCTOBER 1974, FINNISH CIVIL AIR AUTHORITIES AGREE WITH US POSITION ON SOME ISSUES BUT INDICATE FINLAND WILL PROBABLY GO ALONG WITH MAJORITY OPINION ON OTHERS ON WHICH THEY HAVE NO STRONG VIEWS. THEY EXPRESS DISSATISFACTION WITH TWO IMPENDING OR ALREADY PROMULGATED US RULES, ONE REGARDING AIRCRAFT ENGINE NOISE ABATEMENT AND THE OTHER ABOUT REQUIRED SECURITY MEASURES FOR AIRLINES SERVING US. END SUMMARY.

2. ECONOMIC/COMMERCIAL COUNSELOR MET ON JUNE 26 WITH DIRECTOR GENERAL KAARLO TEMMES OF NATIONAL BOARD OF LIMITED OFFICIAL USE

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AVIATION, GOVERNMENT ORGANIZATION PERFORMING APPROXIMATE

FUNCTIONS OF U.S. FAA AND CAB, AND MR. ULF-ERIK SLOTTE, SPECIAL COUNSELOR AT THE MINISTRY OF FOREIGN AFFAIRS, ONE OF WHOSE SPECIALITIES IS INTERNATIONAL CIVIL AVIATION MATTERS.

3. TEMMES DID MOST OF TALKING FOR FINNS, OCCASIONALLY SOLICITING SLOTTE'S ENDORSEMENT OF SOME STATEMENT. HE SAID US COULD CONSIDER OUR MEETING TO BE PART OF INFORMAL EXCHANGE OF VIEWS PRIOR MONTREAL 21ST ASSEMBLY DESIRED BY US BUT THAT FINNISH VIEWS WERE ALSO PRELIMINARY. FIRST, HE WARNED THAT, BASED ON EXPERIENCE AT VIENNA ICAO ASSEMBLY THREE YEARS AGO, LDCA HAD BEEN EXTREMELY SUSPICIOUS OF MAJOR AVIATION POWERS COORDINATING POSITIONS PRIOR MEETING. FINLAND WAS ANXIOUS TO DO NOTHING TO FAN SUCH SUSPICIONS AGAIN, SINCE LDCA HAD POWER TO BLOCK ANY EFFECTIVE ACTION AT ASSEMBLY. ON OTHER HAND IT IS INEVITABLE THAT AT THEIR ANNUAL INFORMAL MEETING, WHICH WILL BE HELD NEXT WEEK IN HELSINKI, EUROPEAN CIVIL AIR DIRECTORS WILL, INTER ALIA, CONSIDER ISSUES TO BE RAISED AT MONTREAL. NO FORMAL DECISIONS ON POSITION WOULD OF COURSE BE TAKEN.

4. IN RESPECT TO POSSIBLE REVISION OF COMPOSITION OF PERMANENT ICAO COUNCIL FINLAND HAS NO STRONG FEELINGS ONE WAY OR OTHER. IT DOES THINK THAT ENTRY OF PEOPLE'S REPUBLIC OF CHINA INTO ICAO WILL INEVITABLY LEAD TO ITS MEMBERSHIP ON COUNCIL. SINCE THERE WOULD BE CONSIDERABLE RESISTANCE BY INVOLVED MEMBER AND ITS FRIENDS IF A PRESENT COUNCIL MEMBER WERE EXPELLED TO MAKE ROOM FOR CHINA, SOME ENLARGEMENT OF COUNCIL SEEMS INEVITABLE. FINLAND DOES SHARE US VIEW OF INADVISABILITY OF INCREASING COST OF RUNNING ICAO. FINLAND'S MAIN INTEREST IS IN TAKING SWEDEN'S PLACE AS NORDIC MEMBER OF COUNCIL IN 1977, THUS JOINING NORDIC "ROTATION" IN SEAT.

5. FINLAND'S VIEWS ARE ABOUT SAME AS US ON ISSUE OF ESTABLISHMENT OF AVIATION DEVELOPMENT FUND OR TECHNICAL ASSISTANCE PROGRAM UNDER ICAO REGULAR BUDGET. FINLAND ALSO PREFERS USE UNDP AND SUPPORTS USE OF ICAO VOLUNTARY ASSISTANCE PROGRAM. FINLWVD, HOWEVER, FORSEEUHDIFFI-LIMITED OFFICIAL USE

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CULTY OVER THIS ISSUE AT MONTREAL.

6. ON MATTER OF ICAO STUDIES AND POSSIBLE ACTION IN REGARD TO AIR FARES AND RATES, FINLAND WILL SUPPORT ANY "REASONABLE COMPROMISE". TEMMES AGREED WHOLE QUESTION WAS "CAN OF WORMS" AND SAID THAT FINLAND BELIEVED STRONG IATA ROLE IN THIS AREA SHOULD CONTINUE.

7. THE HIJACKING ISSUE IS ANOTHER ONE WHERE FINNISH AND US VIEWS SUBSTANTIALLY COINCIDE. FINLAND STRONGLY BELIEVES THAT AS MANY COUNTRIES AS POSSIBLE SHOULD SIGN CONVENTIONS RELATING TO UNLAWFUL INTERFERENCE.

8. FINLAND BELIEVES THAT ENVIRONMENTAL QUESTIONS ARE IMPORTANT. IT FEELS THAT DECISIONS AND SOLUTIONS TO PROBLEMS SHOULD BE INTERNATIONAL, NOT UNILATERAL. IN THIS CONNECTION, TEMMES SAID FINLAND DISAGREED WITH SEVERAL PROPOSED US UNILATERAL REGULATIONS OR RULES WHICH WILL EFFECT FINLAND'S AIRLINE, FINNAIR, ONE, HAVING TO

DO WITH SECURITY, WOULD REQUIRE ALL CARRIERS SERVING THE U.S. TO SUBJECT PASSENGERS TO CERTAIN SPECIFIED SECURITY CHECKS AT THE AIRPORT OF DEPARTURE. WHILE FINLAND SUPPORTS MEASURES TO IMPROVE SECURITY, IT FEELS THAT UNILATERAL ACTIONS, EACH PROBABLY DIFFERENT, BY A NUMBER OF NATIONS WILL RESULT IN A CHAOTIC MASS OF CONFLICTING REQUIREMENTS. FURTHER, THE US RULES WERE TOO SPECIFIC IN SETTING OUT TYPES OF SECURITY CHECKS AND EVEN OF SECURITY EQUIPMENT WHICH HAD TO BE USED BY CARRIERS. HE SAID FINLAND, AT THE NATIONAL BOARD OF AVIATION LEVEL, NOT DIPLOMATIC LEVEL, HAD PROTESTED THE PROPOSED RULE BUT HAD AGREED TO COMPLY. ANOTHER UNILATERAL US DECISION WHICH WAS CAUSING FINLAND MUCH DIFFICULTY WAS PROPOSED US RULE-MAKING ABOUT RETROFIT CHANGES TO ENGINES OF DC 8'S TO REDUCE THEIR NOISE LEVEL. THESE CHANGES, WHICH ARE TO BE COMPLETED BY 1978, MUST BE CARRIED OUT ON ALL AIRCRAFT LANDING AT US AIRPORTS. FINLAND OBJECTED ON AT LEAST THREE GROUNDS: A) THE RETROFIT PARTS WOULD NOT BE AVAILABLE TO ALL CARRIERS IN TIME TO CARRY OUT REQUIRED MODIFICATIONS BY THE DEADLINE; B) CHANGES WOULD BE EXTREMELY COSTLY, FROM QUARTER TO HALF MILLION DOLLARS LIMITED OFFICIAL USE

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PER ENGINE; C) PROCESS WOULD BE DISCRIMINATORY IN THAT AIRLINES NOT ABLE TO GET RETROFIT PARTS IN TIME WOULD HAVE TO STOP DC 8 SERVICE TO US. FURTHER, US MOVE WOULD LIKELY BE EMULATED IN EUROPE, FORCING SIMILAR RETROFIT-MODIFICATIONS TO FINLAND'S DC 9'S AND SUPER CARRAVELLES. TEMMES INDICATED THAT MATTER WAS SURE TO COME UP AT HELSINKI MEETING OF CIVIL AIR DIRECTORS MENTIONED IN PARA. 3 ABOVE. ASKED WHAT FINLAND REALLY HOPED FOR, TEMMES INDICATED DELAY IN DEADLINE UNTIL 1982 WOULD MAKE SITUATION MUCH MORE BEARABLE.

9. IN CONNECTION WITH OUR DISCUSSION OF SECURITY PROBLEM, TEMMES PRAISED US-CUBAN AGREEMENT ON TREATMENT OF HIJACKERS AS FINE EXAMPLE OF A USEFUL AGREEMENT. HE DEPLORED FACT THAT NO AGREEMENT HAD BEEN REACHED IN ICAO-

ORGANIZED MEETING ON SECURITY IN ROME LAST YEAR.

10. WE BELIEVE THAT DESPITE DELAYED REACTION TO OUR ORIGINAL APPROACH FINNS WERE GENUINELY APPRECIATIVE OF CHANCE FOR INFORMAL EXCHANGE OF VIEWS AND WOULD BE HAPPY TO RECEIVE ANY FURTHER INFORMATION ABOUT US POSITIONS ON MONTREAL ISSUES AND/OR US COMMENTS ON FINNISH PRELIMINARY POSITIONS OUTLINED IN THIS CABLE.
KREHBIEL

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